



1954

Employment and Occupational Adjustment of Probations and Parolees

Anthony Stephen Kuharich
Loyola University Chicago

Recommended Citation

Kuharich, Anthony Stephen, "Employment and Occupational Adjustment of Probations and Parolees" (1954). *Master's Theses*. Paper 1085.
http://ecommons.luc.edu/luc_theses/1085

This Thesis is brought to you for free and open access by the Theses and Dissertations at Loyola eCommons. It has been accepted for inclusion in Master's Theses by an authorized administrator of Loyola eCommons. For more information, please contact ecommons@luc.edu.



This work is licensed under a [Creative Commons Attribution-Noncommercial-No Derivative Works 3.0 License](https://creativecommons.org/licenses/by-nc-nd/3.0/).
Copyright © 1954 Anthony Stephen Kuharich

EMPLOYMENT AND OCCUPATIONAL ADJUSTMENT
OF PROBATIONERS AND PAROLEES

by
Anthony Stephen Kuharich

A Thesis Submitted to the Faculty of the Institute of Social
and Industrial Relations of Loyola University in
Partial Fulfillment of the Requirements
for the Degree of Master of
Social and Industrial
Relations

June
1954

LIFE

Anthony Stephen Kuharich was born in South Bend, Indiana, January 15, 1913.

He was graduated from Central Senior High School, South Bend, Indiana in January, 1931, and received the Bachelor of Arts degree from the University of Notre Dame in June, 1935. He received a Master of Arts degree in History from the same institution in June, 1941. He began his graduate studies in the Institute of Social and Industrial Relations at Loyola University in September, 1950.

From 1936 to 1938 he taught the Social Sciences at St. Hedwig High School and St. Joseph Academy, South Bend, Indiana. In 1938 and 1939 he was an instructor at the Gibault School for Boys, Terre Haute, Indiana. For three years, 1940-1942, he served as Chief Probation Officer for the City Court, South Bend, Indiana. Following his discharge from military service, he served as Principal Welfare Officer for the United Nations Relief and Rehabilitation Administration in displaced persons' camps in Germany in 1945 and 1946. Since November, 1946, he has been the Chief United States Probation and Parole Officer for the Northern District of Indiana. He is also a part-time instructor in Criminology at Valparaiso University, Valparaiso, Indiana.

ACKNOWLEDGMENTS

The author is grateful to the Reverend Ralph A. Gallagher, S.J., Ph.D., Director of the Institute of Social and Industrial Relations, for his valuable assistance as thesis adviser; to Reverend Leo Martin, S.J., Ph.D., a member of the faculty in the Institute of Social and Industrial Relations, for his constructive comments and suggestions; and to Gordon C. Zahn, Ph.D., a faculty member in the same department, for his careful and thorough examination of this thesis and for his recommendations to improve this manuscript.

Acknowledgment with special appreciation is made to C. V. Hewat, Supervisor, Employee Services Division, Inland Steel Company, for making available the records of the fifty-five employees who were previously under the author's supervision and for also disclosing the policies and procedures of the Employment Division and the Employee Services Division. The writer is indebted to the Federal Bureau of Investigation for providing an up-to-date criminal record of the fifty-five individuals who are the subject of this study.

Sincere thanks is expressed to W. F. Oppermann, Director, Federal Employment Placement Service, who provided data concerning his department; and to Parker L. Hancock, Warden, New Hampshire State Prison, who supplied information concerning his prison camp program.

In addition, the author wishes to thank Grace Kwolek, Clerk-Stenog-

rapher in the United States Probation Office, who typed this thesis and assisted in the proof-reading.

TABLE OF CONTENTS

Chapter	Page
INTRODUCTION.	1
I. THE PROBATIONER AND PAROLEE.	3
Value of employment to offenders - Conditions of probation and parole - Suitable employment a requirement for release - The prisoner discharged without supervision - Attitude of probationers and parolees towards employment.	
II. THE PROBATION SYSTEM AND THE PROBATION OFFICER'S ROLE IN EMPLOYMENT PLACEMENT AND OCCUPATIONAL ADJUSTMENT OF PROBATIONERS.	14
Probation officer in the rehabilitative process - Knowledge of the probationer - Relationship with employers, union representatives, employment placement services, and other community agencies - Need for frequent contacts during occupational adjustment.	
III. THE CORRECTIONAL INSTITUTION AND PAROLE.	23
Vocational training and work experience in the institution- Prison camps for rehabilitation - Prerelease preparation - Parole a supplement to the correctional institution.	
IV. THE EMPLOYER AND THE PUBLIC.	34
Job discrimination (Civil Service - Military Service in peacetime - private business and industry) - Attitudes of employers (pro and con) - Need for education of public and employers in the rehabilitative processes.	
V. EMPLOYMENT PLACEMENT.	50
Need for proper placement - Public and private employment placement agencies - Methods used in placement.	

VI. A STUDY OF INALND STEEL COMPANY EMPLOYEES UNDER FEDERAL SUPERVISION 1946-1950.	59
VII. CONCLUSION.	73
BIBLIOGRAPHY.	78

LIST OF TABLES

Table	Page
I. FEDERAL OFFENDERS SUPERVISED WHILE EMPLOYED AT INLAND STEEL COMPANY 1946-1950.	62
II. SUMMARY OF OCCUPATIONAL ADJUSTMENT OF FEDERAL OFFENDERS SUPERVISED WHILE EMPLOYED AT INLAND STEEL COMPANY 1946-1950. . . .	70
III. SUMMARY OF SUBSEQUENT CRIMINAL RECORD OF FEDERAL OFFENDERS SUPERVISED WHILE EMPLOYED AT INLAND STEEL COMPANY 1946-1950. . . .	71

INTRODUCTION

Recently the Director of Employment Placement, Federal Reformatory, Chillicothe, Ohio, made the following observation: "Seventy-five per cent of the men placed will not be found on the job on which placed four months after release".¹ His twelve years of experience in this capacity dictates that approximately one-third of the inmates released from Federal correctional institutions will be re-incarcerated within three years. Those who have been released and remain out of difficulty for a period of three years are not apt to be in conflict with the law again.

These are startling statements and figures. Correctional authorities inform us that approximately ninety-five per cent of all inmates will eventually be released from our jails, reformatories, and penitentiaries.² In view of these statistics society is faced with a tremendous problem. We fully realize that crime and criminals are found in all classes of society. Although it is generally conceded that we will never eliminate crime, every effort should be utilized to reduce criminal activity to a minimum.

The author of this thesis supervises Federal probationers and those

¹ Letter from W. F. Oppermann, Director, Employment Placement, Federal Reformatory, Chillicothe, Ohio, March 8, 1954.

² Douglas J. Wilson, "Should We Employ Ex-Prisoners?" Canadian Business, Montreal, XXV, April, 1952, 37.

released from Federal correctional institutions and military disciplinary barracks. Many of these have been employed at the Inland Steel Company, East Chicago, Indiana. A good working relationship exists with the Industrial Relations Department of this company and over the years they have maintained a policy of not denying employment to anyone because of a criminal record. In light of the statements made by the Employment Placement Director, it was decided to review the employment records of those persons who were employed at the Inland Steel Company for a period of five years from 1946 to 1950 and under the supervision of this author to determine their occupational adjustment.

A review also has been made of available material and studies concerning the employment and job adjustment of probationers and parolees. These are listed in the bibliography. Correctional authorities agree that "satisfying steady employment is probably the most significant deterrent to delinquency and crime".³ In spite of this, very little research and writing have been done in this area. It is hoped that, after a careful analysis of the policies and procedures followed in the placement and job adjustment of convicted offenders has been made, a program can be developed which will aid in the rehabilitation of many more probationers and parolees in the future.

³ Charles E. Odell, "Job Adjustment for Probationers and Parolees," Federal Probation, Washington, XV, June, 1951, 12.

CHAPTER I

THE PROBATIONER AND PAROLEE

Employment is of primary importance in human affairs. It is a very essential factor in the rehabilitative process of probationers and parolees. In the first place, convicted offenders, like anyone else living in a free society, need economic security and stability. This is necessary for an orderly life. Normally, this is acquired through work. As long as probationers and parolees are physically and mentally capable of working, satisfying steady employment will provide the necessities of life.

Secondly, work is of great importance in the psychological adjustment of probationers and parolees. It is a means of gaining and retaining self respect. Work has a deeply satisfying and unifying effect on the personality. Jobs which are congenial will provide outlets for probationers and parolees to use and develop their native abilities and assist in the development of work habits and resourcefulness. They will provide an opportunity for the use of thought and energy and bring about intellectual growth.

In the third place, probationers and parolees who are gainfully employed and maintain steady employment have the respect of their families and the other members of the community. Parolees and probationers who are lazy, indifferent, and fail to make an honest effort towards working steadily are

sources of discontent and create other social problems in their families and communities. They are open to temptations, and of course, they are also under suspicion at all times. As long as they are not steadily employed, they are not drawing a full week's pay and, consequently, are not providing for their families and themselves as they should. If they persist in their failure to maintain steady employment, they are subject to lay-offs and probably never will be called back to work by their employers. The more places they have been discharged from due to unsatisfactory work, the more difficult it becomes to find other employment. On the other hand, probationers and parolees who are temporarily laid off will be held in high regard by their families and neighbors if they find other temporary employment to assist them in meeting their obligations until recalled by their regular employers. If temporary work cannot be found, they can work around the house and make necessary repairs and thus save themselves the expenses involved in hiring someone else to do this work.

Another form of work which brings a great deal of personal satisfaction to probationers and parolees and the respect of their families and other community members is participation in their respective churches and community activities. These jobs are without pay and some require actual physical labor. Participation in these group activities helps provide for a better social and psychological adjustment in their lives. Working around the house and in church and community activities are means of avoiding idleness while, at the same time, doing something constructive.

In many cities the school systems offer adult vocational classes in

the evenings. These offer opportunities for probationers and parolees to become more efficient in their jobs and even merit promotions. Some large industries provide opportunities for their employees to attend classes at nearby colleges and universities as part of their "on the job" training programs during paid working hours. Probationers and parolees employed at these industrial plants have the same opportunities of furthering their training and knowledge while working. Participation in these training programs indicates to the employer the desire of probationers and parolees for self-betterment and more efficiency in their work.

Fourthly, the probationers and parolees who are steadily employed are contributing financially to the local community, the state, and the nation. Their earnings are used to purchase many items and, therefore, contribute both directly and indirectly to the economic well being of their respective communities, the nation and world as a whole. As long as they are on probation or parole and not confined to penal or correctional institutions for their offenses against society, they are not a burden on the taxpayers but are taxpayers themselves.

When defendants are placed on probation in the Federal Court, they agree to certain general conditions of probation. Among these are to work regularly and when out of work to immediately notify their probation officers. They are required to contribute regularly to the support of those for whose support they are legally responsible.

The offenders who are paroled or conditionally released from Federal correctional institutions agree that they will conduct themselves properly,

maintain steady lawful employment and adequately support any dependents.

The military parolees released from the United States Disciplinary Barracks likewise agree to the same regulations regarding legitimate employment and support of dependents.

These general rules of probation and parole regarding employment and support of dependents are also observed by those placed on probation in county courts as well as parolees from state correctional institutions.

Usually, at the time probation is granted, probationers who were out on bond awaiting disposition of their cases have employment and are permitted to continue even though the employers are aware of their convictions. However, finding jobs for unemployed probationers involves problems sometimes requiring the probation officer's assistance. The probationers should use their own initiative, effort, and resources in obtaining employment. They are in a position to go out on their own, personally make application for employment, be interviewed and physically examined to determine if they meet all necessary requirements. Probation Officers or job placement agencies may refer the probationers who lack the resources and ability to find work to employers.

On the other hand, prospective parolees have lost many or all of their employment contacts, and it is usually more difficult for them to find jobs. While in correctional institutions they are unable to look for work on their own except through correspondence. This seldom proves successful. Most of these persons eligible for parole lack the ability to write good letters of application which will impress employers to hire them without the benefit of personal interviews and physical examinations, particularly when they are

applying for work while still in custody in reformatories or penitentiaries.

Normally, the parolees are required to have suitable employment prior to release. Many correctional authorities argue that "steady employment in a suitable job with satisfactory remuneration is in a majority of cases, the greatest single factor in their rehabilitation",¹ From the moment the offenders are received in correctional institutions all attention should be focused on their rehabilitation and release to society where they can take their places as law abiding citizens who will contribute to the well being of their communities rather than becoming problems to their fellow citizens. A very important part of this retraining process in the institution is the development of adequate parole plans which include securing suitable employment for them in order that jobs may be available when they are eligible for release. In some correctional institutions suitable jobs must be available before the inmates are considered for parole; in others, parole is granted and subsequent efforts are made to meet employment requirements. This latter procedure seems inadequate because any delay in finding employment for parolees in this category might result in emotional conflicts, frustrations, and bitterness.

Unfortunately there have been and still are inmates in many of our reformatories and penitentiaries who have been granted parole by the Board of Parole but their release has not been effected because they lack guaranteed employment. It has been estimated that there has been an average delay in release of "two and one-half months and in individual cases sometime as long

1 Alfred R. Loos, "Community Program Planning for the Offender," Correction, Albany, XVIII, January, 1953, 6.

as a year".² Recently, the Governor of the State of Indiana reported that 120 inmates who have been granted parole from the Indiana State Prison and the Indiana Reformatory within the past nine months are still in these institutions because the employment requirements in their respective parole plans have not been met.³ Many of these are homeless and friendless. The parole officers in the communities where these men are to be released are burdened with heavy case loads. The employment situation is poor. Consequently, these persons continue to remain within the institutions at a tremendous cost to the taxpayers and, above all, with a good possibility that whatever adjustment these inmates had made in the institution could be replaced by discouragement, mental anguish and relapse. Furthermore, they may be released with unwholesome attitudes and no longer capable of making proper social and psychological adjustments in their communities. This delay of release causes the breakdown of institutional and parole morale. This type of case needs very careful supervision and counseling by the parole officer.

To release parolees without jobs is to tempt them to commit other crimes in order to provide the necessities of life for themselves and their families in the event they are unable to find employment on their own. Insisting that the prospective parolees are definitely assured of gainful employment when they reach their home communities will impress upon them that they must continue to maintain steady work while under supervision. Correctional authorities state that adequate institutional programs including

2 "A Pilot Program Succeeds," Industrial Bulletin, New York, XXXII, July, 1953, 16.

3 Hammond Times, February 19, 1954, 1:24.

vocational training and preparation for employment on the outside, coupled with a good working relationship with parole officers in the field and with the various public and private job placement agencies in the communities would result in guaranteed jobs for parolees prior to their release. They point to such statistics as found in the State of New York where "on December 31, 1951, 95.6 per cent of employable parolees were gainfully employed".⁴ This is a high percentage in comparison with the community average. On November 18, 1953, a parole supervisor reported that 98.1 per cent of the parolees released from Illinois State correctional institutions to five northern Illinois counties "fit to be employed" were working.⁵

In order to satisfy parole requirements, parents, relatives, friends, and social agencies secure quasi-jobs or any type low pay employment for parolees with the thought and belief that as soon as the parolees are released they can look for more suitable and better paying jobs on their own. Situations of this type can and do succeed; however, they require the supervising officers' careful attention to prevent frequent job changing which may result in greater instability for the parolee. Due to poor institutional adjustment, a lengthy prior criminal record, or to the gravity of their offenses, some inmates are regarded as poor parole risks by parole boards and are released at the maximum expiration of their sentences without any supervision. Short term offenders are also released without supervision. They are returned to their respective communities or to the places of conviction

4 Loos, "Community Program Planning for the Offender", Correction, XVIII, 7.

5 Chicago Sun Times, November 18, 1953, 20.

without any future plans. They receive a small gratuity and a suit of clothes. If fortunate enough to have an industrial paying assignment they may have accumulated a small amount of money which is given them at the time of release. Once out in society they must make their own adjustment from prison life to normal life on the outside. If the economic situation is good, they may have no difficulty finding employment with an employer who does not ask too many questions or check with former employers listed on their application for work, or make the applicants account for their time during the past five or ten years. However, some employers check every applicant's background very carefully. If the ex-convict indicates truthfully the fact that he served an institutional sentence and was released without any supervision, the employer, who might be willing to hire parolees, may refuse to hire this type of ex-inmate believing that he may not make a good employee since he did not make parole. Furthermore, this employer may hesitate to hire a discharged offender because he was not required to follow any strict rules and regulations and receive the guidance and counseling of a parole officer.⁶ These ex-prisoners may voluntarily go to various social agencies, such as the Salvation Army and other private job placement agencies as the John Howard Association, which are eager to assist these persons. Unfortunately there are no county, state or federal agencies designated specifically to assist the ex-convicts who were released without supervision, but most parole officers will aid such persons who come to them for help although they are not required to do so.

6 "Vocational Training and Employment," Focus, New York, XXX, July, 1951, 112.

Generally, probationers and parolees maintain the proper attitude concerning employers and employment and make sincere efforts to work steadily for economic as well as psychological reasons. They realize that there are some employers who knowingly refuse to hire any convicted offenders and that there are others who have no definite policy concerning the employment of parolees and probationers. They accept this as "one of those things" and assume the attitude there are enough employers who do not discriminate against them and that industry will absorb them.

A small percentage of convicted offenders needs to readjust attitudes and thinking concerning the possibility of rehabilitation under probation and parole supervision. They have a "wise guy" attitude. They fail to accept the guidance and counseling offered them for their betterment. In their employment they refuse to do anymore than is required, and not even that if they can "get away with it". They have no desire to become more proficient or to strive for promotions. In the institution they failed to take advantages of the training offered, develop good working habits, acquire motives for work, and secure the knowledge and skills to do the job. The employer wants ability, and they lack that. Their general attitude is "no one will hire a parolee or ex-convict" and probationers and parolees who are hired wouldn't be able to hold down any jobs because the employers will put undue pressure on them, exploit them, and constantly remind them of their past records and the probation and parole officers will check on them at their places of employment, resulting in their discharge from their work. When they apply for work, they attempt to use sympathy rather than selling their

ability and presenting a sincere desire to work. They fail to assure the employer that they will perform sixty minutes of work for every hour they are paid.

Employment is necessary for the economic, social, and psychological adjustment of probationers and parolees. Those who are physically and mentally capable are required to work. Probationers have better opportunities to find their own employment since they have never left the community and can personally apply for work or be referred to employers by probation officers or job placement agencies. The convict discharged after completing his maximum sentence is not required to have employment prior to his release. However, he must secure gainful employment soon after his discharge if he intends to become a law abiding citizen. He may have more difficulty finding work than the parolee under supervision if his prior criminal record is known. Private social and job placement agencies are available and willing to assist them. With exceptions, parolees are required to have suitable employment prior to release. This helps to impress upon parolees the importance of maintaining steady employment under supervision. One of the major problems to correctional workers are prospective parolees who have failed to meet the employment requirements of their parole plans. They continue to remain in the institutions at taxpayers' expense in great emotional conflict and frustration. They need outside assistance to complete their plans and effect their release into the community. On the whole probationers and parolees have a good attitude towards employers and employment. They face employment problems and situations with reality. It

requires "faith, confidence, and determination".⁷ The small percentage with a poor attitude towards employers and employment requirements needs to readjust its thinking in all areas of the rehabilitative process. They pose a difficult problem to probation and parole officers and require special attention.

⁷ "Parole is What You Make It," Focus, New York, XXX, September, 1951, 136.

CHAPTER II

THE PROBATION SYSTEM AND THE PROBATION OFFICER'S ROLE IN EMPLOYMENT PLACEMENT AND OCCUPATIONAL ADJUSTMENT OF PROBATIONERS

Probation is a form of correctional treatment without custody. It is granted by the courts to certain convicted offenders who are considered potentially capable of rehabilitation under proper supervision by competent and trained persons. This requires complete and thorough individual study of convicted offenders to determine if they would benefit from probation and if they could remain in the community without being a serious menace to society. With proper guidance and counseling by probation officers, the resources within the probationers and those in the community can be utilized to bring about adjustment and social usefulness. As a result of this readjustment, the probationers will become equipped to face reality, solve their own problems in the future, and refrain from any further violations of the laws of society.

The importance of employment in the rehabilitative process has already been discussed. If the probationer desires to live as a law abiding citizen, satisfying steady employment is essential as well as required in accordance with the conditions of his probation. The employers in the community are requested to provide work for probationers.

The responsibility of meeting this job requirement must be shared by

the probationers and the probation officers: Probationers should be encouraged to secure their own jobs. Those who have the abilities and resourcefulness will encounter no difficulties; however, they should be fortified with an approved organized plan which should include two goals: the immediate needs and a permanent program for the future. Probationers should know their specific aptitudes, skills, interests and experiences and be ready to indicate their past civilian and military work experience as well as any special trade training. They should present their specific qualifications and abilities and have in mind more than one job which they can perform so that they can indicate to employers whether they are capable to accept available jobs. They should avoid attempting to find work entirely on their own terms and approach employers with questions regarding salaries, work schedules, vacations, etc. This plan should also consider the area where they will apply so that they will not become involved with many incidental problems such as transportation, changing places of residence, etc. The main purpose of this preparation is to avoid a lot of unnecessary frustrations and conflicts which may come as the result of probationers not making the proper approach for employment and failure to secure satisfying steady jobs or subsequent job changing.

The others who lack the abilities to find their own employment require the assistance of probation officers, job placement agencies, friends or relatives. These probationers must also possess adequate plans to present their employment problems to agency counselors and interviewers and subsequently to employers when referred by any agency or individual.

The probation officers must avoid making predictions or prejudging

the outcome of occupational adjustment of probationers. They must be willing to equally assist all those under their supervision and never cease in their job-finding program until all probationers have steady satisfying work.

Probationers who were without employment at the time they were placed on probation, especially if they were in the county jails awaiting dispositions of their cases, are required to make some readjustment into the community. The first month is very important and the success or failure of any rehabilitation will be determined at that time. Inability to secure work during this period may produce discouragement and maladjustment. The probation officer's philosophy should be "any man, regardless of race, color, religion, or prior record, has the right to my wholehearted assistance if he seems sincere in his desire to locate worth-while employment and lead a law abiding life".¹

The probation officers must have a thorough knowledge of the job market and the working conditions in the areas under their jurisdiction. Of the greatest importance is that probation officers personally contact employers, business agents of unions, and employment service managers. These visits provide opportunities to explain the probation program and its features and to enlist the cooperation which is so vital to the rehabilitation program. Good working relationships with these officials will provide the probation officers with contacts to whom probationers may be referred for employment and from whom they will receive sympathetic understanding at the time job applications are made. In industrial plants and companies whose employment departments are

1 Arthur F. Lykke, "The Probation Officer's Role in Job-Finding," Federal Probation, Washington, XVII, December 1953, 39.

staffed with many interviewers, it is well for probation officers to be personally acquainted with the employment manager and one or two of the employment interviewers with whom they have thoroughly discussed the probation program of rehabilitation and who are eager to cooperate in hiring probationers. It is wise to refer probationers to these individuals who will handle their particular job placing problems intelligently and with understanding.

A good working relationship with all the business agents of the local unions is also desired. Probation officers throughout the country have the very best cooperation with these officials and "very few union locals will reject an applicant on the basis of a felony conviction alone".² In some occupations union requirements must be met before applicants can be hired, and in others the business agents of the unions do the employing and send those selected to the employers for assignment on jobs. This is prevalent in the construction and building industry. These business agents are also mainly interested in skills, knowledge, and abilities in order to provide the employer with the proper personnel. Initiation fees and three months' dues in advance are required. Generally convicted offenders are unable to meet these obligations. However, probation officers have prevailed upon union officials to hire convicted defendants and to grant them as long as 30 days' work to earn sufficient funds to make these payments. This is an example of their sympathetic understanding and desire to cooperate in a program of readjustment.

It is also important to interpret the probation program to union local officials and work closely with them in cases where business agents may

2 Ibid., 40.

want to present the background or history of probationers to prospective employers for approval before actually accepting them into the union for job placement.

Probation officers are urged to utilize the services of the local state employment offices. Personal contacts with branch office managers and with counselors and one or two interviewers who are capable of understanding the unique problems of probationers are urged that probationers may later be referred to these individuals. "These agencies usually know about 25 to 50 per cent of all job openings in their areas. They are equipped to offer special counseling and placement services. They have the facilities for administering vocational tests".³ They are a community resource which is helpful in finding work for probationers. Here, too, the probation officers are required to assist these employment counselors and interviewers in presenting the special needs of probationers to potential employers.

Nearly every community in the country has a Council of Social Agencies or some sort of a Community Council. Probation officers are advised to be members of these councils to become personally acquainted with the many workers in these various social and welfare organizations. At times their contacts with employers with whom the probation officers are not acquainted may provide job opportunities for probationers, particularly those who may fail to pass the age or physical requirements of industry.

The families and friends of probationers must not be overlooked by probation officers. Sometimes they may be helpful by contacting their own

employers for assistance, and on the strength of their own satisfactory work record may influence their employees to hire members of their own families or friends who are on probation. Personal interviews with relatives and friends of probationers may develop job opportunities or at least sources of information which may result in employment placement.

Regardless of the good personal working relationship probation officers may have with employers, public and private job finding agencies, and other social and welfare organizations in the community, and regardless of the plan which probationers are to follow in approaching employers, the success or failure concerning job placement greatly depends upon the manner in which the probationers present themselves and their cases to employers. The employment specialists who provide the best qualified personnel for the many departments in industrial plants or business firms are human beings with prejudices and idiosyncrasies. The probation officers have already interpreted the functions of probation and have broken down any prejudices that they may have had towards convicted offenders. However, these officials are extremely observing and look for certain qualities in all applicants. First of all they are interested in skills, knowledge, and abilities which probationers have to offer to the job. Secondly, they want complete frankness, both on the written application and during the interview. Minimizing or emphasizing the criminal record will be detrimental to the probationer. It should be merely called to the employer's attention. This, in itself, is one of the best indications of frankness. It is also necessary for job security should some question subsequently arise in relationship with the probationer's immediate superior and fellow workers.

Once probationers are placed, the next matter of importance is occupational adjustment. Therefore, the first thirty days on the job are very important and probation officers must work very closely with these probationers, counseling them immediately concerning any problems which may arise. Such items as "paying strict attention to the job, punctuality, improving on job, establishing a good work record, cooperation with superiors and fellow workers," overcoming sensitiveness or feelings of prejudice or discrimination, etc., are potential problems to solve should they appear.⁴

Other problems involving food, lodging, work clothes, or tools and other equipment needed for the job prior to receiving any earnings from the job are matters for referral to other community resources by the probation officer.

They should be worked out by the probationers and the probation officers without continuing or frequent contacts with the employers concerning the occupational adjustment of the probationers. However, should some major problem arise in which the employer's assistance is absolutely necessary, the probation officers should not hesitate in the interest of rehabilitation to take up the situation with the employer and follow it to its final solution.

Another community resource available to probationers and probation officers which can be utilized in any long range program are the adult vocational courses which are available in local schools. Probationers should be encouraged to take courses which may help them improve their efficiency on their jobs and even result in promotions. This again is evidence to employers

⁴ Ibid., 42.

that probationers are sincere in wanting to bring more skills and knowledge to their jobs.

Probation is the best means of correctional treatment of convicted offenders who are not regarded as social hazards to the community. Successful probation requires trained and experienced personnel in the area of human behavior. Selection for probation must be made on the basis of exhaustive individual study. Supervision of probationers requires a working knowledge of all the forces in the community or region under the probation officer's jurisdiction and the proper use of these resources for successful rehabilitation.

The probation program includes satisfying steady employment. Here the probation officer is a very important cog. He must develop techniques of job placement and employment counseling. He must cultivate a good personal working relationship with employers, public and private job placement agencies, business agents of local unions, and the executives of all the social and welfare organizations and interpret to many of these all the aspects of the probation program. He must develop a good rapport with his clients, assist them in working out their problems, including their employment needs, and refer them to employers or employment placement agencies fortified with a plan of approach in presenting their cases. Employment is followed by success or failure on the job. The probationer must maintain a close relationship with the probation officer in the beginning to iron out any difficulties which may arise, and bring about a satisfactory job adjustment.

The court and probation officers, after a careful analysis of the convicted offender's past record, believe that he would benefit from probation.

If employers and the other forces in the community would put the same trust and confidence in the probationer, society would have another law abiding citizen.

CHAPTER III

THE CORRECTIONAL INSTITUTION AND PAROLE

Commitment to correctional institutions is another form of correctional treatment. Some convicted offenders are confined in these institutions because the courts and society regard them as a menace to the community and emphasize that they must be punished. Others are committed because the courts and the community believe that they are in need of treatment to reshape their attitudes and behavior. It is indicated that their thinking and anti-social behavior cannot be readjusted in the community and that it can be accomplished in a controlled environment. The primary objective of institutional training is the rehabilitation of the offenders. It is hoped that they will return to the community better able to understand and solve their problems and avoid getting into any further difficulties.

Unfortunately, some institutions are mere places of confinement without any program of rehabilitation or with a poor and inadequate program for readjustment. This may be due to incompetent personnel, inadequate staff, insufficient budget, or public apathy. Following release, its products continue to be problems and a serious disease to the community.

Some correctional institutions have developed classification programs and other modern penal methods of retraining inmates. They have employed sociologists, social workers, psychiatrists, psychologists and other

trained competent personnel and through the use of individualized treatment they are reorienting the thinking of the offenders and assisting in the development of new social values. They realize the need for treating the whole person of the offender. The program is geared to meet the needs of the total personality. It goes further than merely developing aptitudes and habits for work. Many convicted offenders lack emotional control, a fact that is reflected in their inability to maintain steady employment because of difficulties with employers and fellow employees. They have a general attitude of dissatisfaction. Usually they lack vocational skills as well as any desire to acquire them. They are dissatisfied with the job opportunities and the wages paid in their communities. Therefore, a thorough casework program, which will coordinate all the disciplines in the institution and the resources of the community, is necessary to help the prisoner to gain self respect and develop some positive values to live as a law abiding citizen in the community.

As mentioned in a previous chapter, from the moment the prisoner arrives at a correctional institution all efforts are concentrated on his release to the community. Among the various devices which are employed are various tests, and among these are vocational aptitude and interest tests to determine the individual's skills and abilities and the areas in which there is need for vocational training. The results of these tests also serve as a basis for vocational placement in the institution. If he possesses certain skills which are needed in the maintenance of the institution or in one of its industries, his capabilities should be utilized. Unfortunately many inmates lack special skills and abilities and must be assigned to menial jobs. However, both productive or non-productive assignments can be a means of

developing work habits which are very important to offenders for maintaining steady employment when released to the community.

Since employment in which the parolee is interested, competent and trained is essential for his rehabilitation in the community, a great deal of importance must be attached to the vocational education program in the institution. This training will help him develop skills which will be helpful to secure employment. If he succeeds in the training and finds it satisfying, it will help to bring about proper adjustment. Each vocational training program must depend upon the facilities of the prison, the abilities of the individual, and the location to which he is paroled.

Several years ago the International Business Machine Operator's course was offered at the National Training School for Boys, Washington, D. C. A colored lad, after taking various aptitude and occupation tests, was found suitable for this training and spent nearly two years developing skills and techniques. He also worked as an IBM operator in one of the government agencies in Washington. He made an excellent record at the training school and immediately before his release this author was notified of his parole plan requesting assistance to secure employment as an IBM operator. The community where his parents resided is a steel mill and oil refinery area which offered no opportunities of employment for a colored boy with training and experience as an IBM operator. Every company in this area using these machines was contacted with negative results. One employment manager representing one of the larger steel mills stated that he could not afford to place a colored boy to work in the IBM Department where only white girls work. He indicated no objection to the employment of a colored girl for that department. This steel

mill employment manager placed this colored parolee in one of the plant stock rooms.

This case serves an example of the necessity for the correctional institution to determine before assigning the inmate to any specialized vocational education whether this vocational training can be utilized after the offender is released to the community. In the instance cited we have evidently a case involving racial discrimination in employment. The ideal solution might be in the elimination of such discrimination; however in this situational context this discrimination represents a factor which must be taken into account in the training of the individual being prepared for society. He should be given vocational training not only according to his abilities and aptitudes in a special occupation but also in accordance with the demands for these skills in the community where he will be released and any related conditions. It is also prudent that inmates have an opportunity to develop more than one skill in the institution so that they may be better qualified to compete for employment in society.

Certain penologists have advocated the abolishment of prison industries and substituting a new penology in which more time is spent in the readjustment of the offender. They recommend that more emphasis be placed on the other programs, including educational, recreational, religious, etc., and that the work program be confined to the necessary maintenance work in the institution. Prison administrators maintain that without prison industries, in spite of other stepped up programs, there would still be too much idle time for inmates which would not be used constructively.

Suitable work performed by inmates has a tremendous rehabilitative value to them. In a well developed work program prisoners have an opportunity to use their creative abilities, leading to recognition of their achievements and a favorable adjustment in the institution and later in society.

Warden Walter M. Wallack gives the three following reasons for prisoners working:

(1) Prisoners should pay for their keep and some form of productive labor is the only way to do it. (2) Work helps keep the men fit physically and mentally, as well as out of mischief, which is a valid reason in itself. (3) Work helps build both habits of industry and skills which any person needs to earn a living. Since 90 per cent of the prisoners are released within less than 10 years, it is very important that they be turned out as competent wage earners.

The Federal Bureau of Prisons and some states have set up prison camps where skilled and unskilled inmates may work under minimum custody conditions. Both short-term and longer-term prisoners who require minimum security are selected for these rehabilitation programs wherein they can work under almost normal community conditions and have an opportunity to develop better social relationships and assume more personal responsibilities. These programs provide good constructive and healthy work for these inmates as well as an opportunity to harden themselves physically.

The inmates selected are physically fit to work. The jobs range from common laborers to light and heavy machine operators. "The camp employment program is based on the philosophy that many of the inmates would

1 Walter M. Wallack, "Some Suggestions for Basic Reforms in Prison Industries for Improved Production and Vocational Training," Proceedings of the Seventy-eighth Annual Congress of Correction of American Prison Association, New York, 1947, 155.

never have been in prison if they had learned how to work and had acquired the habit of working."²

The five honor camps operated by the Federal Bureau of Prisons are located on Army and government reservations. The prisoners in the state honor camps work in state parks and other areas under the jurisdiction of the forestry and recreation commissions of the states. In some of these honor camps educational and vocational programs have been instituted thereby giving these inmates an opportunity to take practical courses in educational and vocational subjects in conjunction with the practical work being done on the camp projects. Authorities connected with prison camp programs report that they help inmates to bridge the gap between complete institutionalization and comparative freedom in the community.³

The training and experience inmates have gained in these honor camps can qualify them for employment in similar work upon release to the community. Many parolees from these minimum security camps are placed with road construction companies operating road building machinery and in other jobs. Some secure employment working with flowers and shrubs; others are sought to work as cooks and general camp personnel in lumber camps.⁴

Whether inmates are confined in honor camps or in other correctional institutions, they have to follow a certain routine or live according to a

2 Robert H. Armstrong, "Prison Camps for Rehabilitation," Federal Probation, Washington, VI, April-June, 1942, 40.

3 Letter from Parker L. Hancock, Warden, New Hampshire State Prison, Concord, New Hampshire, March 6, 1954.

4 Armstrong, "Prison Camps for Rehabilitation," Federal Probation VI, 41.

pattern quite different from normal living in the community. The return to such normal living situations will require a varying amount of adjustment depending upon the attitude of the individual releasee, the program he followed in the institution, his relationship with his family, friends, and associates, the attitude of the community, and how he is initially received by his parole officer.

While in the institution the prospective parolee must strive to develop the proper attitude in all respects. He should not have the "I'll pull my time" attitude which is likely to carry over into a failure to adjust after his release. "Many prisoners go out of our institutions with a defeatist attitude and many times prison employees let the men know they expect them to return."⁵ The entire institutional program should be geared to develop wholesome attitudes towards the prison and release. This will help the inmates to gain self respect and confidence in themselves. Then they will be fortified with feelings of having something to offer and of being wanted by the community, plus the incentive to prove to society that they can be law abiding citizens.

In the ideal situation actual preparation for release would begin when the offender enters the institution. He should not entirely separate himself from the outside. He should be encouraged to correspond with his family, friends, former employers, and business associates. They should be encouraged to write to him and visit him regularly. Reading, movies, radio, and now television will keep him informed as to general conditions on the outside.

⁵ Reed Cozart, "Release Preparation of the Prisoner," Federal Probation, Washington, XVI, March, 1952, 14.

If possible, he should be assigned to the type of work he expects to follow in the community. Formulation of a parole or release plan should begin early, and its investigation and approval by the parole officer should be given, if possible, a month or two prior to the release date.⁶

The parole plan usually calls for adequate place of residence, a suitable job, and a sponsor or adviser. The most important of these is employment. It should not be just any job, but one in which he has a keen interest and/ or which he is qualified by reason of his training and experience. Unless he has steady satisfying work, he can very easily be discouraged and possibly relapse into crime.

If employment is not available at the time of release, other factors such as a good home and adequate financial assistance may be present to permit the parolee to return to his community where he can find a job by his own efforts or with the assistance of the parole officer or a public or private agency. However, there should be no delay in getting him placed as quickly as possible.

A very important part of the rehabilitative process is the prerelease program which has been instituted in many correctional institutions to help coordinate the institutional and parole programs and assist the prospective releases to make the necessary adjustment from one to the other. An example of such a prerelease program consists of "five or six discussion meetings,

⁶ This is based on the author's observation and experience.

[each] led by representatives of the outside community."⁷ These include a parole officer, a public employment service representative, a personnel director or employment manager of a large company, a representative of organized labor, and a professional or business man.

These prerelease programs are of tremendous value to the prospective parolees in that they provide an opportunity to come in contact with a parole officer who explains and interprets the parole regulations and to change any false ideas they may have concerning the parole program. Likewise they have an opportunity to discuss problems involving human relations with business and professional people. The fact that these meetings are conducted by representatives of employment services, large business companies or industry, and organized labor indicates clearly the emphasis that is placed on employment for successful rehabilitation in the community. These meetings are devices for prospective releasees to develop the proper attitude towards the problems they will encounter on the outside and know where to go for assistance to cope with their difficulties and avoid further law violations.

Thus far this chapter has dealt with the role of the correctional institution in the rehabilitative process with emphasis on the institutional programs regarding the employment aspects and preparation for release to the community. Parole is the next step and a follow-up to the institutional program.

Parole is still another form of correctional treatment. Like probation it is treatment in the community under supervision and certain

7 Cozart, "Release Preparation of the Prisoner," Federal Probation,

restrictions. Like probation it utilizes the forces of the community to bring about proper adjustment. Unlike probation, it is not granted by any court but by a paroling authority or parole board. It follows a period of institutional custody and treatment and again unlike probation, requires an adjustment of living under abnormal conditions in a correctional institution to normal life in a free society which is highly complex and highly competitive and where opportunities for parolees to live as normal law abiding citizens are blocked by certain members of the community because of certain unintelligent attitudes towards parolees and the parole program. Unlike the probationer, the parolee encounters a little more difficulty securing employment.

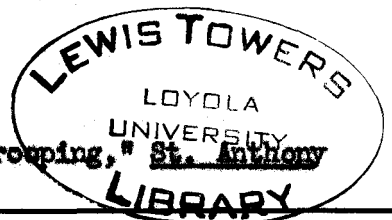
Parole is a form of conditional release granted a prisoner after he has successfully served a part of his time in a correctional institution. He has benefited from the institutional training and is released into the community. The ideal supervision consists of a good working relationship between the parolee and the parole officer, which is regarded as the key to parole adjustment. Guidance and counseling are the tools in this program. Threats, commands, and abuse of authority should be avoided. The parole officer assists in the development of good relationship between the parolee and the members of his family as well as with others in the community. As mentioned in a previous chapter concerning probation officers, he must develop a good working relationship with personnel directors and employment managers, organized labor, public and private job placement agencies in the interest of the parolees under his supervision in order that they are provided with steady satisfying jobs.

Parole which supplements the institutional program requires trained

and qualified personnel. They must have the experience to deal successfully with human relation problems and command the respect not only of the parolees but of the entire community since their good working relationships with business and industry will provide suitable jobs for parolees and assist in their adjustment.

Correctional institutions and parole systems that are staffed with qualified personnel and furnish programs emphasizing rehabilitation are working in the best interests of individual offenders and society. They must be alert and ready to improve their programs and develop better techniques in order to carry out their function of reclaiming the offender and assist him to be a law abiding citizen. This calls for working with the individual offender and through retraining him helping restore his self respect. Society has vital interests at stake in the institutional and parole programs. If the rehabilitation program is to continue following release, jobs must be available for parolees. Cooperation of employers with the parole programs will help "reduce crime, keep prison populations lower which means lower taxes and helps protect all of us from criminal depredations".⁸

⁸ Eugene Chrisman, "Our Parole System is Drooping," St. Anthony Messenger, Cincinnati, LX, November, 1952, 31.



CHAPTER IV

THE EMPLOYER AND THE PUBLIC

Employers and the public play vital roles in the rehabilitation program. Industry and business cannot exist without employees. It is true of all companies and employers that they need the labor of employees, and that the relationship between employers and their employees should be one of respect and mutual understanding. "The most important asset is not the store, not the merchandise, not the money I have in the bank, but my personnel."¹ Some employers encourage their workers to buy stock and an interest in the industry and business for which they work to give them an added incentive to work harder, give better service, with the feeling that their efforts are in their own interests. Of course, all employers are looking primarily for ability and want to hire the best available personnel to fill existing vacancies and develop them for more important assignments in the organization.

Where does all this put the probationers and parolees in relationship to employers? To answer this question a review must be made concerning the various attitudes of employers towards the hiring of probationers and parolees.

1 "An Employer's Views About Hiring a Man Who Has Served Time," Federal Probation, Washington, XVII, December, 1953, 43.

Probationers and parolees are denied civil service appointments or employment in government offices. This job discrimination is inconsistent with the fact that our United States Courts and the Department of Justice are constantly striving to improve the Federal probation and parole systems. The Bureau of Prisons has staffed our Federal penal and correctional institutions with capable administrators, psychiatrists, psychologists, and sociologists, and has developed sound treatment and classification programs to prepare the inmates to assume responsibilities as law abiding citizens in society. The government has gone to considerable expense to operate and improve these rehabilitation programs, but refuses to hire anyone who has benefited from this treatment.

The Defense Department likewise rejects probationers and parolees for military service in peacetime; however, a few have succeeded in selling themselves at recruiting or induction stations. Many have performed and are now performing satisfactory services in the armed forces. "The function of the armed forces is to win the war, when we are at war, and to preserve the peace, when we are at peace."² They feel that they have a right and duty to select qualified personnel to accomplish this end.

Because of a need of manpower and due to public pressure, Congress during World War II liberalized the regulations concerning enlistment and induction into military service of convicted offenders. Not only did the armed forces accept those on probation and parole, but certain inmates in correctional institutions who were found physically, mentally, and morally acceptable for

2 Austin MacCormick, "Defense Department Policy Toward Former Offenders," NPPA Yearbook, New York, 1951, 1.

military service were administratively released for wartime duties.

Military authorities have revealed that convicted offenders who were permitted to serve in the Army during World War II made an admirable record. Some died in the defense of their country. Many were promoted and cited for bravery in combat. No unusual disciplinary action was required for this group and the number of those who were dishonorably discharged was no greater than the average.³

A study has been made of more than 3000 parolees from Illinois who were inducted into military services during World War II, and it discloses that a significant majority of these had not violated their parole.⁴

Similar research should be conducted in other correctional systems, and the results of these studies could be a basis for the development of a screening process to carefully select convicted offenders who have the best opportunity to adjust to military service. Probationers, parolees, and inmates in correctional institutions could be utilized in the armed forces in wartime and peacetime. Their military records in World War II are evidences of their usefulness in winning the war. They should have the opportunity to preserve the peace.

Even the military authorities themselves proceeded to utilize the services of their military prisoners. During World War II the Army and Air Forces developed a restoration to duty program. Rehabilitation and disciplinary training centers were established where approximately 84,000 general

3 Ibid., 12.

4 Ibid., 15.

prisoners were carefully screened and put through a training process. This number does not include the many men who were restored to duty after serving short term guard house sentences or those who immediately after conviction and sentence by general court-martial were sent to a combat unit. One-half of the 84,000 men who were screened were restored to duty. These men were convicted of every type of military offense and every type of crime. "The chief criterion was whether or not a man was a good risk for restoration to duty in a war-time Army."⁵ Of the 43,000 men restored to duty, 85 per cent did not again become general prisoners. Through its rehabilitation program the Army salvaged about 36,000 men who assisted in winning the war and were released with honorable discharges. Except for this program, they would have been dishonorably discharged from the Army and become a serious menace to society. When considering a general prisoner for restoration to duty, "the man's entire life history was taken into account and his civilian criminal record was considered only one part of that history, although frequently a very revealing part".⁶ A substantial number of men with civilian convictions on their records who had been convicted by court-martial of crimes of the civil type were among those restored to duty.

The Navy likewise developed a policy of restoring general court-martial prisoners to duty through its disciplinary barracks and re-training commands. The Navy restored 54,000 men to duty, and the screening process took into consideration all known factors and records. Civilian convictions did not

5 Ibid., 6.

6 Ibid., 7.

absolutely prevent restoration.

The results of the Army and Navy restoration programs clearly indicate that the services of many men in the armed forces who were court-martialed not only for military offenses but also for civilian type violations could adjust in military service.

Generally employers are divided into three groups concerning their reactions towards employment of convicted offenders. The first simply refuses to employ anyone with a criminal record. The second has no definite policy. They are hesitant to accept probationers and parolees but now and then do hire one. Both of these groups need to be oriented concerning the rehabilitation program, the need for their unqualified cooperation, and their responsibilities as vital forces in the community. The third group is willing to hire convicted offenders.

The attitudes of some employers are sometimes expressed in these words, "once a criminal, always a criminal".

One employer disclosed his dislike for any law violators with these remarks: "I have never hired a man with a record, and I'm not going to begin now. I will not hesitate to discharge my most valued worker if he is ever jailed for so much as a traffic violation."⁷

Another employer stated his attitude in the following manner:

"I won't hire anybody that steals. I've never done it, and I'm not starting now. My daddy was a tenant farmer, and I only went to the fourth grade in school. Nobody helped me to get a start, and I got ahead without stealin'. You just be sure that I'm not gonna hire a

7 W. Jerry Head, "Job Finding for Prisoners," Federal Probation, Washington, XVI, March, 1952, 21.

thief. My business is worth \$100,000 and I built it without holding out my hand or stealin'. Anybody can do the same if they try. There's no call to steal."⁸

Others indicate that they do not want convicted offenders in their employ because they fear for their own safety, that of their employees, and for their property. They have the idea that ex-convicts are all mental problems and that they cannot become socially useful again. Some are afraid that they will be condemned by others or suffer the loss of business if it were known that they had hired convicted offenders.

Some employers insist that because they are doing defense work they are not permitted by security regulations to hire convicted offenders. Ironically this author has knowledge of employees working in these defense plants who simply failed to disclose on their applications that they were on probation or parole. The employment managers in these defense plants have refused to employ anyone convicted of a felony when approached by probation officers and employment placement officers for security reasons. These situations seem to call for dishonesty on the part of the convicted offenders in order to obtain work to live. The irony of this situation lies in the fact that our Federal government spends a considerable amount of money on our correctional system to rehabilitate our federal offenders to take their place in society as law abiding citizens and then, through some unintelligent regulation, denies these convicted offenders the opportunity to prove their readjustment to society by refusing them employment in defense industry.

During World War II contracts were helpful to change the attitudes

8 Ibid., 22.

of some employers who were against hiring convicted offenders.

Most workers at concerns with defense contracts were fingerprinted during World War II. Through this security check many employers learned that some of their oldest and most trusted men had served prison sentences. These employers have seen that ex-convicts can be good workers, so they're not so reluctant to hire parolees now.

This author has encountered situations where probationers and parolees were refused employment as truck drivers because bonding companies writing the insurance policies for these trucking firms refused to bond these convicted offenders and the employers refused to honor the policies of other reputable bonding companies.

Unfortunately some industries have refused to place probationers and parolees in positions for which they are qualified and trained either during confinement or out in the community, but offer them work only as laborers and in menial types of jobs. For this type of employment industries are not concerned with past records and do not check them.

Some states have laws prohibiting the licensing of ex-convicts and consequently some qualified lawyers, doctors, plumbers, or barbers are not allowed to practice their trades or professions.

Sometimes probationers and parolees do find employment but subsequently are forced to resign when other employees discover their past records and resent working with them.

The third group which will hire probationers and parolees can be divided into two classes: those who are selective and those who are not. In this latter class one finds the employer who says, "Yes, I'll be glad to

cooperate with your program, but I'd prefer to hire the men no other employer will take."¹⁰ This employer explained that at one time he was requested to hire an ex-convict whom all others had rejected. He hired the convicted offender, worked with him and subsequently promoted him to the position of foreman.

Another employer likewise enthusiastically accepted convicted offenders and understood their problems thoroughly. When they applied for work, he personally interviewed them and assigned them to jobs which did not require too much cooperation with other employees; therefore, during periods of tension and restlessness they did not slow down the work of other employees, and so harmed no one. When they adjust they are advanced, and this employer boasts of having hired many probationers and parolees and that they have "made good" socially, psychologically and economically.

Some employers have written to correctional institutions requesting the services of inmates as soon as they are released. This is true principally in cases of employers who employed these prisoners prior to their commitments.

The vast majority of employers who hire probationers and parolees are selective. They carefully investigate their applications and place the greatest stress on skills and abilities and past work records, denying no one employment solely on the basis of previous criminal record.

10 Head, "Job Finding for Prisoners," *Federal Probation*, XVI, 20.

Employers should avoid the attitude that "the chap has paid his penalty and I must give him a break".¹¹ There are also cases where employers will employ probationers and parolees merely to accommodate the supervising officers. In such instances work is given because of pity or out of motives of charity. This attitude of employers and any approach of probation and parole officers or their clients which appeals for jobs through sentiment alone are unsatisfactory. Employment secured under these conditions will usually not prove steady or satisfying, unless other factors such as sympathetic understanding employers, proper job assignments, etc., are present.

There is an example of a wealthy executive of a large firm who served a federal prison sentence for tax evasion who has provided jobs for more than 200 ex-convicts for over 23 years. It is reported that he selected his employees carefully, and only two failed to make the proper adjustment.¹²

Several surveys have been conducted concerning the attitudes of employers towards hiring probationers and parolees. In 1938, two hundred employers in the District of Columbia were interviewed concerning their past experiences, attitudes and willingness to employ prisoners released from reformatories. Sixty-six refused to employ anyone with a prison record and twenty-eight had no definite policy and were regarded as questionable. Therefore, ninety-four, or nearly one-half of those interviewed refused convicted offenders the right to earn an honest living. Civil Service regulations prevent the employment of anyone with criminal records. Hence the federal government

11 Wilson, "Should We Employ Ex-prisoners?" Canadian Business, XXV, 38.

12 "Convicts Champion," Life, XXI, September 30, 1946, 2.

joins this group of private employers who refuse to hire probationers and parolees regardless of their abilities or evidence of rehabilitation.¹³

Another survey was conducted in 1946 and 475 successful businessmen were interviewed.

Three hundred and twelve stated unequivocally that they would never hire a released offender. Sixty-two hedged and said they were not certain. The balance, 101, stated that they would hire released offenders, provided they were qualified for a job and gave every indication that they would be law abiding citizens. Curiously, though, only 46 in this group had knowingly employed released offenders. The balance thought that they might.¹⁴

A recent study was conducted in the District of Columbia in which filling station operators were interviewed concerning their willingness to provide employment for parolees. A majority of these operators stated that they would hire convicted offenders after consideration of the individual parolee, his qualifications, and his attitude. Some would require special skills along mechanical lines, while others merely insisted upon an aptitude for the job and an attitude of willingness to cooperate and to learn. Other general requirements were good appearance, courtesy, respect for property of others, and promptness in reporting for work. Parolees with records of theft, assault, larceny, rape and other sex offenses were most frequently considered unacceptable. The filling station was not regarded as a favorable place for rehabilitation of offenders with these records because of contacts with the public, especially women customers, and also the opportunity to engage in

¹³ Helen Angela Hurley, Vocational Adjustment of Ex-prisoners in the District of Columbia, Washington, 1938, pp.210.

¹⁴ Clement J. Wyle, "The Employment of Released Offenders," Probation, New York, October, 1946, 7.

petty larceny. One employer pointed out that employment in a service station may be unfavorable to the parolee in his psychological adjustment because he is required to work and give service to others who are going out to enjoy themselves.

A few employers expressed that employment in the filling station was favorable in the parolee's adjustment when the customers were transients. The parolee has many personal contacts with the public whom he serves, but he is not known to them as an ex-convict; he is judged for his services and the manner in which he performs it.¹⁵

In 1949 seven representatives of large industrial firms in Michigan, during a visit to the State Prison of Southern Michigan, stated through a spokesman, James R. Slagel, Director of Operations of the Michigan Unemployment Compensation Commission, that parolees were "a dependable source of labor". He further stated that "management is definitely interested in parolees' employment both from the industrial point of view and from the social perspective. Our experience with men on parole so far as employment is concerned has been 100 per cent satisfactory".

Thus far the attitudes of all types of employers have been expressed concerning the hiring of convicted offenders. Certainly some of them failed to observe Christian principles, particularly anyone who would fire a satisfactory employee when he discovered that this employee had a prior criminal

¹⁵ Summary and conclusions of a survey made among filling station operators in the District of Columbia. It is unpublished material at the present time. The material is with the Editor of Federal Probation in Washington.

record. There is too frequently a failure to understand the causes underlying criminal behavior, or any of the correctional treatment programs, as well as the part employers should play in the rehabilitation process.

Let us ask, "Why do employers have these reactions concerning the employment of probationers and parolees?"

Their reactions may be the result of their own experiences with convicted offenders or they may have been told of actual experiences of other employers. Still others base their attitudes on hearsay information.

Unfortunately, the occasional probation and parole violators are publicized in the newspapers, on the radio and on television. Movies and screen plays are not only shown in theatres, but are now being presented in American homes, depicting the criminal and the prisoner as vicious individuals and menaces to society. This is sensational, but there is nothing exciting about the convicted offender who has made an adjustment as a law abiding citizen. There is no publicity about this latter group. Consequently the public and the employer form opinions leading to prejudice and discrimination against the released offenders on information which has been presented to them.

What is being done to counteract this discriminatory thinking? What more can be done?

In 1940 the Annual Prison Congress urged the redoubling of efforts to find a solution to the problems involving job placement of prospective parolees and the necessity of arousing the public of its responsibility in this matter. Much has been done in this area during the past fourteen years; however, there are still some employers who refuse to budge from their positions of refusing to hire convicted offenders.

The proper approach to this problem is through education. Qualified probation and parole officers, as well as trained and experienced representatives of the employment placement services affiliated with correctional institutions and state parole boards, and others in public and private job placement agencies have personally contacted employers and union representatives responsible for work assignment; they enlighten them concerning the values of the rehabilitation programs, the need for their cooperation, and the benefits to employers in hiring well-selected probationers and parolees. These personal contacts and subsequent good working relations with employers have contributed to the success of the entire correctional program.

It is important to point out here that a good working relationship must likewise exist between the probation and parole officers and employment placement services as well as other public and private job placement agencies. These and other community resources have developed techniques and methods of their own with a certain degree of success in enlisting the aid of employers to solve the employment problems of the convicted offenders. Some of these agencies either on their own or in cooperation with other agencies have published pamphlets furnishing available information concerning vocational training programs in correctional institutions and other data needed to sell the services of probationers and parolees to prospective employers.

Next to the personal contact and the good working relationship with employers, the most effective method is by appearances of correctional workers before civic, service, church and social groups stimulating their interests in the employment of probationers and parolees. This author has found that the

majority of the members of these groups are ignorant of the rehabilitation programs. An explanation and interpretation of modern correctional philosophy has resulted in securing assistance from individuals and groups in placing convicted offenders in jobs.

Another method of developing positive interest in the correctional program is utilized to some extent in some of our states. Michigan, for example, conducted a tour for many employment managers and personnel from the industrial plants in the Detroit area through the State Prison for Southern Michigan giving them the correct information concerning the institutional program for rehabilitation. They were impressed with the fact that this vocational training and experience would be wasted unless private industry would provide jobs for these inmates when they are released to the community. Such visits can help change any unfavorable attitudes employers may have to a desire of wanting to assist in this constructive program of rehabilitation.

Another very helpful method of overcoming job discrimination against probationers and parolees is by prevailing upon editors of business, industrial and manufacturing magazines to accept articles for their publications explaining the correctional programs and their responsibilities in the rehabilitative process. Fred G. Stanley, Michigan State Employment Service, Detroit, in the February, 1950, issue of The Michigan Manufacturer and Financial Record, illustrated his article with photographs of vocational training in process in Michigan prisons.

Unfortunately some correctional workers after changing the unfavorable attitude of employers will not select the probationer or parolee with the

proper skills or abilities or will exaggerate the capabilities of a convicted offender when referring him to an employer. These practices will spell difficulty for the rehabilitation program because in all probability if the first parolee or probationer does not succeed it is likely that no others will ever get a chance with this employer. Consequently only carefully selected releasees whom the probation and parole officers believe will prove to be satisfactory employees should be referred to such employers. This author has followed the practice of informing probationers and parolees of the confidence and trust placed in them and that opportunities of employment for other convicted offenders will depend upon whether they become satisfactory employees. These practices have likewise proved very fruitful and added other employers to the list of eligible resources for placement of probationers and parolees.

Convicted offenders who have been given steady satisfying work and maintain satisfactory employment are the best means of convincing employers of the values of the correctional programs and their responsibilities of providing suitable jobs for probationers and parolees. A certain percentage of these offenders will fail, but with the cooperation of employers the number of recidivists can be minimized.

Success or failure of the correctional programs ultimately depends upon business and industry. Generally, the attitudes of employers toward convicted violators fall into three categories. Some will enthusiastically employ anyone with a prior record, others simply refuse. In between there is a group with no definite policy. Now and then they may hire a probationer or parolee, but they have no interest in the correctional program. A great deal

of work has been done during the past decade to change the unfavorable attitude of employers towards convicted offenders to one of sympathetic understanding. There is still more to do. Employers must be personally contacted. They must be given an opportunity to visit the correctional institutions and have first hand information concerning the rehabilitation programs. They must be made aware of their responsibilities in this process. They must be convinced that here is a source of skilled and trained individuals that they can utilize in their businesses and industrial plants.

CHAPTER V

EMPLOYMENT PLACEMENT

Convicted defendants usually have employment at the time they are placed on probation. This is generally true in cases of those who were out on bond awaiting dispositions of their cases. It is to their best interest that they have suitable employment when they appear before the court. This may in some courts be a determining factor for granting probation. This is evidence that the offender has put forth the initiative to comply with an important factor in the rehabilitation process. After the defendant is placed on probation, if it is decided that the employment is not proper or suitable, efforts should be made to place the probationer in a steady satisfying job. As mentioned in a previous chapter, probation officers can directly refer their clients to known employers with whom they have good working relations or they may refer them to public or private employment placement agencies for assistance in securing suitable jobs for them.¹

Usually defendants who are held in detention before being placed on probation are without work unless their former employers will continue to provide jobs for them. This author's policy when conducting pre-sentence

¹ This was discussed in Chapter II, page 16.

investigations has been to determine whether employers will rehire these defendants should they be placed on probation and, if not, suggest to the defendants' families that they try to find work for them so that they will have a job awaiting them should they be granted probation.

It is important that probationers be employed; however, it is more important that they be placed on steady satisfying jobs. It is essential that they be physically and mentally capable of performing the work assigned and have the desire to do so. A satisfied employee is usually a well adjusted employee, and well adjusted employees - probationer, parolee, or other - are assets to the operations of an employer's business. A probation officer should never over-sell his client's ability to an employer because a probationer who is unable to fulfill the job requirements is unable to adjust psychologically at work and may lead to serious emotional conflict and frustrations. Failure of probationers to perform beyond their capacities may result in the employer closing the door for work opportunities for other convicted offenders. Therefore, it is suggested that probation officers secure some training and experience in vocational guidance and counseling or search the community for agencies who have vocational counselors on their staffs and refer their clients to these persons. Here again it is essential that probation officers have good working relations with selected vocational counselors and acquaint them with the fundamentals of the correctional process so that they have a better understanding of the problems of probationers.

The United States Employment Service and the many state employment services are equipped to do job placement. Their primary function is to provide employers with the right employee and provide workers with the right job.

Their other services include vocational testing, employment guidance and counseling, as well as occupational and labor market information.

They are staffed with trained personnel to interview probationers and parolees and to develop permanent jobs for them so that their employment problems are solved. These community resources are available to probation officers and should be used for proper employment placement of probationers. If convicted offenders are properly selected for their jobs rather than merely on the basis of an emotional appeal either by probationers or the probation officers, chances are very good that occupational adjustment will be effected.

Finding jobs for released offenders is slightly more difficult than it is for probationers. Many inmates are confronted with the need to have a suitable job waiting for them in their community before they can apply for parole. Others have been granted parole but must have guaranteed employment before they can be released. Many state laws require that parolees remain in their state correctional institutions until jobs are secured for them. It has been previously mentioned that this condition is detrimental to the social and psychological adjustment of prospective parolees, causes a breakdown of morale in the institutions, and is costly to the taxpayers.

Many correctional institutions have sound training programs. Included among these are occupational and aptitude testing and proper job placement in the prison to qualify the individual for employment in the community after release. Pre-release programs have been instituted to prepare the prospective parolees for the adjustment from the institution to the community where the parole officer takes over through guidance and counseling to assist in

effecting a complete adjustment to normal life as a law abiding citizen.

In some instances former employers will rehire the parolees when they return to the community. In other cases prisoners will personally write to employers or request families or friends to secure work for them. Still others will contact various community agencies for assistance in finding jobs in order that release may be effected. These methods do produce employment, but in most cases the parolees and the jobs do not match and ultimately the released offenders are dissatisfied, may be guilty of absenteeism and frequently quit or are discharged soon after they return to the community. It is important that parole officers carefully supervise the parolees during the first two or three months following their release to the community and to counsel them concerning any employment problems and work towards occupational adjustment.

Classification material and progress reports submitted by the institutions to parole officers are helpful to determine if the parolee has the right work; and, if an adjustment must be made, the information is available to effect a proper job placement. As in the case of probationers, this can be accomplished by referring the parolee directly to an employer who may be interested in the offender's specific abilities or referral may be made to a public or private job placement agency with whom the parole officer has a good working relationship who will assist in securing a job.

The most satisfactory situation exists when suitable employment has been secured and approved prior to the parolee's release to the community and he is released promptly on the effective date set by the parole board.

The Federal Bureau of Prisons has an employment placement service.

Organized in 1940, it has four reasons for its existence: (1) to develop resources for placing the vocationally trained in federal institutions; (2) to place non-residence releasees; (3) to place those who have no other resources for effecting placement; and (4) to do better placement where needed. Over the years the representatives of the Federal Employment Service have personally contacted many employers. The results of their efforts have changed the attitudes of many employers and opened their doors to released offenders from both the Federal and State institutions. They are honest in all their dealings with employers and only attempt to place releasees who have the ability to perform the jobs which are available. They present the prospective employer with an "employment abstract" which includes the prospective parolee's prior criminal record, work history, military record, brief social history, school record, and training and experience he received in the institution, as well as a statement concerning his overall adjustment.

Normally, employment has been assured a prospective parolee prior to his eligibility for parole and consideration by the Federal Parole Board. However, where employment cannot be secured, the case may be referred to the employment placement service or the Federal parole officer in the community working in cooperation with the family, or other community resources may develop the employment plan. On rare occasions (but with the approval of the parole officer), the parolee may be released without guaranteed employment since other factors in the parole plan are very favorable and it is felt that the parolee will have no difficulty being placed on a job when he returns to the community. Usually conditional releasees from Federal institutions arrive

in the community without any assured employment and they require the assistance of the parole officers and other community agencies to find suitable employment. In some cases the Federal Employment Placement Service has been able to develop jobs for them prior to their release to the community.

Some states have established employment offices in conjunction with their State Parole Departments or Divisions. The personnel in these employment offices operate in much the same manner as the Federal Employment Placement Service and secure jobs for prospective parolees so that they can be released to the community. They not only are interested in placing parolees on jobs in the community, but their purpose also is to inform the public and the employers of the correctional programs and of their part and responsibility in this process. In addition some states including New York, California, and Oregon have established an employment bureau as part of their State Parole Division.

In New York, in 1950, for example, there were 54 prisoners ready for release from the Elmira Reformatory, if there were guaranteed jobs for them. New York State Parole Division was concerned with this problem and, in cooperation with the New York State Employment Service, they tried to alleviate this situation. No agency wanted the permanent responsibility for any job placement project for parolees. However, Stanley Remez, a representative from the Employment Service, assumed this responsibility. He went to Elmira and personally interviewed each of the 54 inmates and then went out and personally contacted employers until all 54 were given jobs. During the next two years 339 prisoners were eligible for parole from Elmira to New York City and were assigned to Remez for placement. All 339 were released on time. Most of the

339 were placed on jobs for which they received vocational training at Elmira or were qualified by experience. Only one of the 339 failed to continue, and he was caught stealing from another employee and was dismissed.² This was an indication of what could be done to prevent prospective parolees from remaining in prisons beyond their release date. As a result an employment bureau was made a part of the New York State Parole Division, and they point with pride to the fact that 96.5 per cent of their employable parolees were working on December 31, 1951.³

Probation and parole officers should seek the cooperation of the many Prisoners' Aid Societies. These are private agencies who supplement the public agencies and provide for unmet needs. Their personnel are caseworkers, and their assistance in securing work for parolees is a part of the total casework process. Their workers visit the prisons and establish a relationship with inmates during the period of incarceration and assist them to work out their own plans for the future. These visits in the institutions serve as the foundations for a continuing helpful relationship following release. The counseling and casework service are available to the offender's family as well. They are prepared to do employment counseling and have a good working relationship with many employers to whom they can refer parolees for employment. Among these are the John Howard Association, the Jewish Board of Guardians in cooperation with the Federation Employment Service, the St. Vincent dePaul

2 "A Pilot Program Succeeds," Industrial Bulletin, New York, XXXII, July, 1953, 16.

3 Loos, "Community Program Planning for the Offender," Correction, XVII, 17.

Society, the Salvation Army, the Volunteer Workers of America, to mention only a few. These and other such agencies are constantly striving to inform the public and the employer concerning the values of the rehabilitative process and their part in the development of law abiding citizens.

In one mid-western state a prospective parolee who has lost contact with friends, relatives, or anyone who could help him find work, is taken out by a specially assigned prison officer to prospective employers until a job is secured. The inmate makes his own application, is personally interviewed by the employer, and given a physical examination. If he qualifies for the job he is paroled immediately. "According to statistics, this plan has been instrumental in securing employment for over 50 per cent of those thus aided."⁴

Another state has instituted a furlough plan for the prospective parolee who does not have a home, a job, and a sponsor. He is permitted 90 days outside of the institution to develop a parole plan. He can return to the institution at any time during the 90 day period for consultation, and he must return voluntarily when the 90 days are up if a parole plan was not developed. If he is successful in finding suitable employment, and adequate home, and a good sponsor, these are investigated and, if approved, the prisoner is declared a parolee. There were no statistics found as to the success of this 90 day furlough plan.⁵

In June, 1949, the Rotary Club of Houston, Texas, in conjunction with the Texas Prison system, sponsored a weekly radio program originating

4 Eligius Weir, Criminology, Joliet, 1941, 268.

5 Ibid., 269.

in the Texas State Prison and entitled "Behind Prison Walls". Prison talent was featured on the program. It was also a means of finding employment for prospective parolees following release. Job qualifications, social history and arrest records were revealed during the broadcasts and the listeners were asked to help these men become law abiding citizens by assisting them in finding employment. One report on this radio venture disclosed that 27 Texas parolees received jobs through this program.⁶ The radio and television could be an excellent media of enlightening and arousing the public concerning the correctional treatment process and enlisting their aid.

In this chapter the various methods of job finding and employment placement were discussed. It is agreed among correctional workers that steady satisfying employment is an important factor in the rehabilitative process. Proper job placement of convicted offenders requires the cooperation of the prisoners, the institutions, the community resources, and the employers with the probation and parole officers as the coordinators in effecting a complete adjustment.

⁶ "Prison Sponsors Broadcast to Help Find Employment," Federal Probation, Washington, XIII, June, 1949, 68.

CHAPTER VI

A STUDY OF INLAND STEEL COMPANY EMPLOYEES

UNDER FEDERAL SUPERVISION 1946-1950

The Inland Steel Company, East Chicago, Indiana, is one of the largest steel manufacturing companies in the world. At the present time its personnel consists of approximately 18,000 employees. Inland has developed many important personnel practises. This company is aware of its responsibilities in the community. Inland has established a Community Relations Department to cooperate with all organizations and agencies in alleviating the many community problems. The executives of this company have accepted the philosophy of wanting to help those who want to help themselves. They are assuming their responsibilities concerning the rehabilitation of convicted offenders. The following are the policies and procedures as set out in the Inland Steel Company operating manual:

POLICY ON EMPLOYMENT OF PAROLEES OR EX-CONVICTS

It is not the policy of the company to deny employment to ex-convicts or parolees. We do, however, consider the man's total record, including his criminal and other record, in hiring the same as we would any other applicant for employment.

PROCEDURE ON EMPLOYMENT OF PAROLEES OR EX-CONVICTS

A. Employment Division

1. Ex-convicts will be interviewed by a placement interviewer

who will make the preliminary determinations as to whether or not the man will be employed. As a guide, no one should be considered who has a record of:

- a. Multiple offenses (three or more)
- b. Sex crime
- c. Crime of violence

(Applicants should be former residents of the Calumet area or have some special case, such as a relative working at Inland)

- 2. The local parole officer shall furnish in writing a complete report of the man's record and institutional adjustment.
- 3. References will be checked and a credit report received before the final decision will be made regarding employment.
- 4. The operating management of the department where placement of the ex-convict is desired shall be contacted to secure their approval for placement.
- 5. All cases of employment must be approved by the Employment Supervisor. This will be done by signing the o.k. on the back of the original application where the man's record is listed.
- 6. The approved candidate is then referred to the Employee Services Division.

B. Employee Services Division

- 1. Parolees who have been accepted by the Employment Office for employment, and who have satisfactorily passed the Clinic Examination prior to employment, shall be sent to the Employee Services Division for guidance prior to being placed in their respective departments.
 - a. It shall be the purpose of this interview to impress upon the parolee that Inland Steel Company is interested in his rehabilitation to public life.
 - b. It shall be the purpose during this interview to gain complete confidence of the parolees so that any and all facts pertaining to their character, physical and mental make-up shall be gained in order that this information may be passed on to their departmental superintendents.

- c. It should be made clear to the parolee that from time to time he would be counseled regarding his progress in the mill, and that this shall not be construed to have any relation to his status at time of employment, but in order that we may assist him in his rehabilitation.
2. It shall be the practise of the Employee Services Division to notify the departmental superintendent regarding any facts that are the outcome of this interview. It shall be left entirely to the Supervisor as to whom he may pass the information. However, it should be understood that the parolee shall be called in for follow-up interviews at certain intervals during his probationary period.
 - a. The Employee Services Division shall set-up a card file system in order that these employees may be called in for interviews. All pertinent information shall be accumulated and placed in the card files.
 - b. These men should be called after they have completed 20 and 50 turns and after they have served their probationary period every six months until we feel that he has been properly rehabilitated.
 - c. Parole office should be contacted regarding his outside progress prior to his second call-in.
 3. After completing that many turns the supervisor and the Employee Services Division shall be able to recognize whether he would become a desirable employee. The conclusions arrived at by the supervisor of the department and the Employees Services Division shall constitute whether the individual shall be retained as a regular employee.

The supervisor of the Employee Services Division has disclosed that this program was started in 1950.¹ The Division's records indicate that 30 per cent of the parolees known to its office in 1951-1953 are still with the firm. Official company records disclose a total personnel turnover of 2.5 per

1 C. V. Howat, Supervisor, Employee Services Division, Inland Steel Company, provided information and statistics concerning his Division.

cent during 1953. A follow-up program has been instituted with the hope that it will result in more parolees maintaining steady and permanent employment with Inland.

The author has always enjoyed excellent relations with the staff of the Employment Division at Inland. Probationers and parolees have been referred there for work and they were always given the utmost consideration. The following is a review of all federal cases under the author's supervision from 1946 through 1950 who were employed at the Inland Steel Company and are no longer under supervision.² They were hired prior to the establishment of the Employee Services Division.

TABLE I

FEDERAL OFFENDERS SUPERVISED WHILE EMPLOYED
AT INLAND STEEL COMPANY 1946-1950

<u>Type of Cases</u>	<u>Number</u>
Military Parolees.	6
Federal Parolees.	7
Conditional Releasees.	15
Probationers.	<u>27</u>
Total.	55

A. The Military Parolees

Six military parolees were released from United States Disciplinary

2 During the years 1946-1950 individuals placed on probation in other than Federal Courts as well as releasees from State correctional institutions were also employed at the Inland Steel Company; however, information and statistics concerning them are not available to the writer.

Barracks between August, 1948, and April, 1950, and immediately secured employment at the Inland Steel Company. They were between 20 and 33 years old at the time of release. Four were single; one was married, and one was divorced. Five were released to their homes; the sixth developed a parole plan away from his home but with a married brother who lived in this district.

All six made a satisfactory adjustment and have since been released from supervision. Only one has been subsequently arrested and charged with assault; however, the court placed him on probation.

It must be pointed out here that all six were given dishonorable discharges from military service, which prevented their receiving any veterans' benefits.

The Inland Steel records disclose that two of the six men are still employed there. The remaining four maintained steady and satisfactory employment at Inland during their periods of supervision and left there with clear records, which indicates that they are eligible for re-employment. It is definite that two are no longer in this area and that the whereabouts of the other two are unknown.

B. The Federal Parolees

The United States Board of Parole released seven parolees from Federal correctional institutions to this district between November 1946 and July 1949, and while under supervision were employed at Inland Steel Company. They were between the ages of 17 and 33. One was divorced and six were single. Three were committed for violation of the Federal Juvenile Delinquency Act since they were under the age of 18 at the time of arrest.

Two of these seven are still with this company and both have received promotions during their past $5\frac{1}{2}$ and 6 years of continual employment. They have no subsequent record of arrest.

One of the remaining five went to work immediately upon his return to this district and maintained steady employment at Inland during his period under supervision and for several months beyond. He quit voluntarily and accepted a selling job which he says he enjoys much more than factory work. He likewise has no subsequent arrest record.

Two of the other four violated their parole for which they were apprehended and taken into custody.³ One was not returned to the institution as a parole violator but was restored to supervision. He worked at Inland for only one month and at other places for short periods. His occupational adjustment was poor. The supervisor's impression was that he lacked sufficient drive or interest in self improvement. One important thing in his favor is that he did not get into any further difficulty since his arrest in 1949 while on parole.

The other violator was returned to the institution and was given some additional vocational training as a grinder. His prison adjustment was good and he was re-paroled in March, 1950. He was placed as a grinder in a local foundry and has made a satisfactory adjustment in all respects. He has no subsequent criminal record and is still employed at the same foundry.

The sixth parolee was still a juvenile when he was released. He was

³ It might be noted that there was some basis to question the actual guilt of these two parolees due to the specific circumstances of their cases.

employed at several jobs before he secured work at Inland. He remained there four months and quit voluntarily after he was released from parole supervision. He has no subsequent criminal record and was later inducted into military service.

The last was committed as a juvenile and released on parole to another district. Because of his inability to properly adjust, arrangements were made for his transfer to the author's district. He worked at several places, including Inland Steel, but this lasted only two months. Since his release from parole supervision five years ago, he has been arrested twice for misdemeanors.

In summary, the overall picture of these seven ex-parolees who were employed at Inland Steel while under Federal supervision is good. Two are still there and making a very good occupational adjustment. Although two did technically violate their paroles one of these had to be returned to the institution where he received some re-training and has now been out four years and is adjusting well. One has been arrested twice on misdemeanor charges, but all others have had no difficulty with the law for over four years.

C. The Conditional Releasees

Fifteen prisoners were conditionally released from Federal institutions to this district for whom employment was secured at Inland Steel from 1948 through 1950. These offenders were denied parole by the United States Board of Parole because they were regarded as poor parole risks; however, they earned a certain amount of good time which they served on the outside under supervision. The present Federal law regarding conditional releasees states

that any good time earned in the institution in excess of 180 days must be under supervision of a United States Probation Officer.

These fifteen cases are divided into four groups: (1) those who successfully completed their conditional release periods and have no subsequent record of arrest; five or one-third belong to this group; (2) those who also successfully completed their periods under supervision but have been subsequently convicted of minor offenses or misdemeanors; three or one-fifth are in this classification; (3) those who following their discharge from conditional release supervision were convicted of felony violations; four are in this group; (4) those who committed other offenses while under supervision and were declared violators and returned to the institutions; three or one-fifth are in this classification. None is with Inland at present.

Of the first five, all started out at Inland immediately after their release from prison. Three remained after their supervision expired while two quit within two months, securing more suitable jobs elsewhere. All five are eligible for re-employment at Inland.

The three in the second group remained at Inland until after they were discharged from supervision; however, only two of these applied for employment at Inland immediately upon release to this district. The third did some "job jumping" before he went to Inland. He was subsequently discharged for unsatisfactory work.

In the third group, two of the releasees secured employment immediately after release from the institutions and they lasted only two months before they quit for other jobs. The other two found other employment where they worked for a few months before going to Inland. In both cases they worked for

more than a year, and a part of this employment continued after they were discharged from supervision. After these four were released from supervision, they were convicted of felonies. Three were committed to State reformatories while the fourth was placed on probation in the County Criminal Court.

The three conditional release violators were placed at Inland on their first jobs after release from the prisons. Each lasted only two months. They absconded and later apprehended and returned to Federal institutions as violators. There they served the balance of their sentences. Two of these three after completing these sentences violated other laws and are presently serving other institutional sentences. The third has been back in this community for over two years without any further difficulty, is maintaining steady employment, and is apparently making a good adjustment.

In summary, thirteen of these conditional releasees were between the ages of 20 and 30 while the other two were 32 and 41 years old at the time of release. One had borderline intelligence; nine had average intelligence, while the remaining had above and superior intelligence. A review of the psychiatric reports indicates that the difficulties lay in their personalities. Four were classified as psychopathic personalities. The more serious cases were described as asocial, undisciplined, without proper moral conditioning, and emotionally unstable. The five who were identified with the first group were regarded as having defective judgement and needing occupational stability to develop responsibility.

These psychological findings clearly illustrate the importance of cooperative effort on the part of all of the related disciplines - sociology, psychology, psychiatry, and social work - to effect better rehabilitation among

our youthful offenders.

D. The Probationers

Between the years 1946 and 1950, there were twenty-seven persons placed on probation under the author's supervision who either were employed at the Inland Steel Company or were given work there after they were placed on probation.

Ten are still there; five of these ten were employed at Inland at the time they were given probation, and three of these have more than 10 years of continuous service. All ten made a good adjustment on probation, and none have any arrest record while under supervision or since.

On the negative side of this picture, four of these twenty-seven cases who secured employment at Inland subsequently committed other felonies while on probation, resulting in their commitments to correctional institutions.

Ten others, although they did not continue work at Inland either prior to their release from probation or following their discharge from supervision, do not have any subsequent arrest records.

In the three remaining cases, satisfactory adjustment was made while under supervision; however, these three were subsequently arrested on misdemeanor charges, which are not regarded as serious.

Thus, better than eighty-five per cent of these twenty-seven cases made satisfactory adjustments on probation. Ten made excellent occupational adjustments. This is evidenced by the fact that they are still at Inland. With the exception of the four violators, there are many reasons why others did

not continue at Inland. Some moved out of this district; one went into the Coast Guard; and one or two were dissatisfied with the assignments given them and left when their superiors refused to transfer them.

E. Summary

Fifty-five cases under federal probationary and parole supervision were reviewed in this chapter. It must be kept in mind that these persons were employed at Inland prior to the establishment of the Employee Services Division to help employees with their problems. It is possible that many may have made a much better occupational adjustment if they had someone in the plant to discuss any work difficulties and if necessary arrange a transfer. It is certain that some who are no longer at Inland made a satisfactory work adjustment, but other factors prevented them from remaining there. Table II summarizes the occupational adjustment of these fifty-five cases.

TABLE II.

**SUMMARY OF OCCUPATIONAL ADJUSTMENT OF FEDERAL OFFENDERS SUPERVISED
WHILE EMPLOYED AT INLAND STEEL COMPANY 1946-1950**

	Total	Military Parolees	Federal Parolees	Conditional Releasees	Probationers
Presently employed at Inland	14	2	2	0	10
Voluntarily quit at Inland while under supervision, eligible for re-employment	11	0	0	3	8
Voluntarily quit at Inland after release from supervision, eligible for re-employment	15	4	3	6	2
Discharged from Inland while under supervision, ineligible for re-employment	11	0	2	4	5
Discharged from Inland after release from supervision, ineligible for re-employment	4	0	0	2	2

A brief analysis of these fifty-five cases indicates that fourteen are still employed at Inland. Twenty are no longer there but have made a good adjustment under supervision and have never been in any further difficulties with the law. Eight others likewise completed their periods under supervision without any difficulty but subsequently were arrested on misdemeanor charges. Four successfully completed supervision periods but later were arrested for felony violations. Three of these were committed to correctional institutions while the fourth was placed on probation. Finally, there were nine probation

parole, and conditional release violators. Eight of these were committed to prisons and reformatories as violators while the other was later discharged. Table III is a summary of the subsequent criminal record of these fifty-five cases who were under the author's supervision while employed at the Inland Steel Company.

TABLE III

SUMMARY OF SUBSEQUENT CRIMINAL RECORD OF FEDERAL OFFENDERS SUPERVISED WHILE EMPLOYED AT INLAND STEEL COMPANY 1946-1950

	Total	Military Parolees	Federal Parolees	Conditional Releasees	Probationers
No subsequent felonies or misdemeanors	34	5	4	5	20
Apprehended for felonies while under supervision	9	0	2 ^a	3	4
Apprehended for felonies after release from supervision	4	0	0	4	0
Apprehended for misdemeanors after release from supervision	8	1	1	3	3

a One of these was not returned to the institution as a parole violator, instead he was restored to supervision. The other was returned as a violator but was subsequently re-paroled in March, 1950, and has not been in any subsequent difficulty.

On the basis of the data presented above it may be concluded that there were only thirteen cases of out right failures - these nine men who violated while under supervision and the four who committed felonies after

they were released from supervision - are the real failures. The eight men apprehended for misdemeanors following supervision would not it is felt fall into the category of outright failures because of the nature of the minor offenses involved including such things as drunk and disorderly conduct. It is probably significant that seven of the thirteen failures were conditional releasees from Federal correctional institutions, men whom the parole board did not regard as good parole material.

In further evaluating these thirteen cases, the author believes that five of these are beyond any adjustment and will be in and out of institutions the rest of their lives. They are presently serving sentences. There is a high probability that five others in this group have had sufficient training and re-training and now have the proper attitudes to continue to adjust in all aspects and avoid any further conflicts with the law. They are no longer serving any sentences. The remaining three are more problematical. They may be able to compete in the community if they get some help and "breaks" from their fellow members. The prognosis for these three is guarded.

CHAPTER VII

CONCLUSION

The functions of probation, parole, and correctional institutions are to assist convicted offenders who come under their jurisdiction and supervision to become law abiding citizens. Modern correctional philosophy places the emphasis on treatment rather than on punishment. Present day penology has accepted Christian principles. It regards the offender as a human being. It respects him for his dignity and worth. It recognizes that he has a right to live, a right to work, and a right to fair and just treatment. Counseling and guidance techniques are used to reshape his thinking and attitudes. The resources of the community are called upon to assist in the rehabilitation program.

Employers are very important factors in any community. They can be especially helpful in the correctional process. Unfortunately, all employers are not in accord with the new correctional philosophy. They still emphasize punishment for all criminal violators. They refuse to cooperate with any re-adjustment program. They discriminate against probationers and parolees who are in need of employment. Their attitudes of distrust towards convicted offenders have helped shape the distrustful attitudes and feelings of violators towards these employers and society.

During the past two decades some correctional workers have personally contacted employers and appeared before various community groups explaining and interpreting the rehabilitation program and solicited their assistance in providing employment for the offenders who are trying to readjust in the community. They have convinced many employers of their community responsibilities in this matter. They have pointed out the skills and abilities and the benefits employers would receive from the services of carefully selected probationers and parolees. Many employers have responded favorably and have provided jobs for offenders. In some cases the work was in keeping with the capabilities of the employees, resulting in satisfied employers and workers. In other cases work assignments did not fit the training and work experience, resulting in discouragement, inefficiency, absenteeism, job-jumping and even other criminal violations.

In this thesis the author has attempted to point out the importance of work in the rehabilitative process and the many factors and problems concerning employment placement and occupational adjustment of probationers and parolees.

Correctional authorities have developed various programs in keeping with the present day correctional treatment philosophy. These programs have contributed towards the rehabilitation of many convicted offenders; however, the problem is still acute. Statistics disclose that in 1950 a total of 75,088 prisoners were released from state and federal institutions with parole violation rates ranging from 20 to 50 per cent. Research in this

area relates that most violations occur shortly after release.¹

There are many reasons for these violations. It has already been mentioned in the introduction that seventy-five per cent of the releasees quit or are discharged from the jobs on which they were placed within four months after release. In view of the high percentage of parole violations soon after release and the apparent failure of seventy-five per cent of the releasees to stay on their first job it may be held that poor occupational adjustment is a major factor in such subsequent violations.

Simply providing any kind of a job for probationers and parolees may be all right in some cases where the offenders lack skills and abilities. It is important that employers place the offenders on suitable jobs in keeping with their training and work experience.

The Inland Steel Company employees services program has not been in existence long enough to judge its values. The author reviewed the fifty-five cases under his supervision who were employed at Inland prior to the present company counseling program.

The general adjustment of these fifty-five individuals as is known to this author three or more years following their discharge from supervision has been indicated. It is believed that the Inland Steel Company program has merit and will assist in the complete adjustment of probationers and parolees in the future. Had the present counseling program been in operation as early as 1946, there is a possibility that many other probationers and parolees may have made an occupational adjustment at Inland and still be there.

1 Frank Loveland, "Financial and Material Aspects of Release Planning," Federal Probation, XVI, Washington, March, 1952, 17.

The Inland Steel Company counseling program has considerable merit. The counselor performs valuable services in assisting in the rehabilitation of probationers and parolees. The attitude of this company is commendable. Convicted offenders soon realize that this company and the counselor are taking a personal interest in them. They have the satisfying feeling that they are accepted by the company and not looked upon as "outsiders" or persons rejected because of their prior criminal records. The counselor has their work record from their immediate supervisors. If their services are satisfactory and they are progressing on their jobs, the counselor mentions their work competence during the interviews. Should probationers and parolees have any difficulties on their present assignments which could be solved by transfer to another department, they are referred back to the employment department with a recommendation for transfer. The Inland Steel Company recognizes that satisfactory occupational adjustment contributes favorably to the total adjustment of probationers and parolees.

This counseling program may be used by other companies not known to this author. Big business and large industrial plants should be urged to install such a program as part of their industrial relations or personnel departments. Their counselors would make a valuable contribution to the rehabilitation process. The small companies should likewise adopt this program. Someone in the employment department could be trained and assigned to counsel the employees.

This is a positive individual approach to a serious problem. If employers will respect convicted offenders for their dignity and worth and

assist in their problems a good relationship will result. The probationer and parolee will realize that they are wanted and will strive to make good occupational adjustments.

BIBLIOGRAPHY

A. BOOKS

Attorney General's Survey of Release Procedures, Department of Justice, Washington, II and IV, 1939.

Hurley, Helen Angela, Vocational Adjustment of Ex-Prisoners in the District of Columbia, Washington, 1938.

Tannenbaum, Frank, Crime and the Community, New York, 1951.

Tappan, Paul W., Contemporary Correction, New York, 1951.

Weir, Eligius, Criminology, Joliet, 1941.

B. ARTICLES

"An Employer's Views about Hiring a Man Who Has Served Time," Federal Probation, XVII, December 1953, 43-46.

"A Pilot Program Succeeds," Industrial Bulletin, XXXII, July, 1953, 16-19.

Armstrong, Robert H., "Prison Camps for Rehabilitation," Federal Probation, VI, April-June, 1942, 38-41.

Bean, William J., "How a Federal Institution Prepares Its Prisoners for Return to Society," Federal Probation, XVII, December, 1953.

Benson, F. Murray, "Supervising the Adult Parolee," NPPA Yearbook, (National Probation and Parole Association) 1948, 202-210.

Chrisman, Eugene, "Our Parole System is Drooping," St. Anthony Messenger, LX, November, 1952, 31-33.

"Convicts' Champion," Life, XXI, September 30, 1946, 2-8.

Cozart, Reed, "Release Preparation of the Prisoner," Federal Probation, XVI, March, 1952, 13-16.

- Denton, George, "A Home - A Job - A Sponsor," Public Welfare in Indiana, IX, August, 1950, 14-15.
- Dressler, David, "Some Criteria of an Effective Parole System," NPPA Yearbook, 1939, 279-292.
- Edmison, J. Alex., "Civil Rehabilitation," The Canadian Bar Review, November, 1949, 1-20.
- Flood, Gerald F., "Citizen Participation in a Community's Penal Problems," Focus, XXIII, January, 1954, 1-5, 11.
- Fraser, Albert G., "The Function and Program of a Prisoners' Aid Society," Federal Probation, VIII, July-September, 1944, 25-29.
- Gill, Howard B., "The Seventieth Annual Prison Congress," Federal Probation, IV, November-December, 1940, 33-35.
- Gondree, Howard E., "Institutional Training Should Prepare for Parole," Federal Probation, XV, September, 1951, 31-34.
- Gurman, Isaac, "Community Discrimination against the Parolee," Focus, XXXII, November, 1953, 163-168.
- Halpern, Irving W., "Practical Problems in Administering Probation," NPPA Yearbook, 1931, 105-116.
- Hanna, Joseph V., "Vocational Factors in Delinquency," NPPA Yearbook, 1932 and 1933, 189-197.
- Hannum, Robert R., "Matching Jobs with Probationers and Parolees," NPPA Yearbook, 1942, 224-236.
- Head, W. Jerry, "Job Finding for Prisoners," Federal Probation, XVI, March, 1952, 20-25.
- "Industry and Parole," Focus, XXVII, January, 1948, 24-25.
- "Jobs By Radio," Focus, XXXI, September, 1952, 139.
- "Jobs for Parolees Show Marked Gains," Federal Probation, V, April-June, 1941, 52.
- Long, Jean, "Job Placement for Overtime Inmates," NPPA Yearbook, 1952, 53-61.
- Loos, Alfred R., "Community Program Planning for the Offender," Correction, XVIII, January, 1953, 4-7.

- Loos, Alfred R., Community Program Planning for the Offender, "Correction, XVII, December, 1952, 5-7, 13-14.
- Loveland, Frank, "Financial and Material Aspects of Release Planning," Federal Probation, XVI, March, 1952, 17-20.
- Lykke, Arthur F., "The Probation Officer's Role in Job-Finding," Federal Probation, XVII, December, 1953, 38-43.
- MacCormick, Austin, "Defense Department Policy toward Former Offenders," NPPA Yearbook, 1951, 1-19.
- MacCormick, Austin H., "The Community and the Correctional Process," Focus, XXVII, May, 1948, 65-68, 86-89.
- McNutt, Paul V., "Probation and Parole - Good Public Business," Focus, XXVII, November, 1948, 161-165.
- Meyer, Charles H. Z., "Differentiation in the Treatment of Probationers and Parolees," NPPA Yearbook, 1941, 322-341.
- Odell, Charles E., "Job Adjustment for Probationers and Parolees," Federal Probation, XV, June, 1951, 12-15.
- Oswald, Russell G., "Community Discrimination against the Parolee -- a Second Look," Focus, XXIII, May, 1954, 66-71, 84-85.
- "Parole is What You Make It," Focus, XXI, September, 1951, 135-139.
- "Personnel Executives Commend Work of Parolees in Industry," Federal Probation, XIV, March, 1950, 68.
- "Prison Sponsors Broadcast to Help Find Employment," Federal Probation, XIII, June, 1949, 68.
- Rikelman, Herman and Weiss, Morris H., "A Cooperative Effort in Finding Jobs for Prisoners," Correction, XVIII, June, 1953, 19-22.
- Schubert, Murray, "The Role of the Guidance Counselor," Correction, XVIII, June, 1953, 10-11.
- Stanley, Fred G., "Attracting Employer Interest in Parolees," Focus, XXIX, July, 1950, 102-104.
- "Vocational Training and Employment," Focus, XXI, July, 1951, 112.
- Wallack, Walter M., "Some Suggestions for Basic Reforms in Prison Industries for Improved Production and Vocational Training," Proceedings for the Seventy-Eighth Annual Congress of Correction of American Prison Association

New York, 1947, 153-160.

"Wanted: Jobs for Parolees," Focus, XXIX, January, 1950, 15-17.

Williams, Maurice E., "Developing Employment Opportunities for Parolees," Focus, XXXI, March, 1952, 47-51.

Wilson, Douglas J., "Should We Employ Ex-Prisoners?" Canadian Business, XIV, April, 1952, 37-39, 124.

Wyle, Clement J., "The Employment of Released Offenders," Criminology: A Book of Readings, edited by Robert E. Clark, Samuel Koenig, and Clyde B. Vedder, 1953, 658-662.

C. NEWSPAPERS

Chicago Daily News, April 16, 1952.

Chicago Sun-Times, November 18, 1953.

Hammond Times, February 19, 1954.

The Christian Science Monitor, July 26, 1943.